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**RECREATION PLANNING AND COUNTRYSIDE CONSERVATION:
A Bibliographical Introduction to the German-Language Literature**

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RECREATION PLANNING AND COUNTRYSIDE CONSERVATION:
A BIBLIOGRAPHICAL INTRODUCTION TO THE
GERMAN-LANGUAGE LITERATURE

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Abstract

The utility of a close study of European experience in recreation planning is claimed through an examination of relevant work in the German language. A short review of the literature leads to the conclusion that, although German and Austrian work is methodologically not advanced, practical recreation planning is well-developed.

* Any views expressed by the author are personal and do not reflect the views of the Greater London Council. The author was formerly on the staff of the Department of Geography, University College London.

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Introduction

Pressure is rising in Britain for clear and firm policies towards the planning of countryside, regarded by many as a fast-disappearing asset. Demands upon rural land can be divided into four major categories: agriculture and forestry, the conservation of nature, provision of land for certain public utility services, and land for recreation. Even though multiple use is often possible, the areas surrounding towns and cities are subject to particularly heavy pressure on land for recreation use. Yet there is a danger that, failing clear knowledge of explicit recreation demand and of the ways in which this might change, little will be done to make land available in adequate amounts. Land-use conflicts and political tension are then certain to be generated in urban fringe areas. Even when demands for various types of recreation are known with acceptable accuracy, certain of them may be incompatible with others, or with the requirements of neighbouring land uses or with planning policy in general. Within these, and other (often financial) constraints, techniques of recreation planning, as opposed to research into recreation demand, seek to maximise the efficiency of land used for recreation, where possible through intensive- or multiple-use schemes.

It is tempting, when considering problems of recreation and countryside conservation in Britain, to turn to the USA for a lead. The literature is easily accessible and is written in English. Furthermore, developments in the USA are widely regarded as

pointers to future developments in other industrialised countries. This approach, however, may result in disappointment. American-style National Parks and water-based multiple-use recreation schemes can, in their generous scale, appear inappropriate to a smaller country with fewer reserves of wild and open land. In North America the motor car is overwhelmingly important in recreation movements and a similar situation is fast becoming apparent in Europe. Nevertheless, the role of public transport will continue to be significant on the Continent and may even recover ground at some period in the future.

Studies of European experience ought to prove rewarding to British planners and others interested in recreation. In particular, the Germans have relevant information to offer. The Federal Republic of Germany is similar in area and population to the UK and exhibits a variety of long-settled rural landscapes currently suffering encroachment from the rapid expansion of a few major metropolitan areas. The experiences of the German Democratic Republic (DDR) may not be directly transferable to a British context, but the operation of recreation planning within a command economy should be interesting to note. The value of the Austrian experience lies mainly in their efforts to provide recreation areas reasonably near to a capital city which contains an appreciable segment of the nation's population.

This short paper is intended as an introduction to the German literature on recreation planning. If it arouses interest, a more formal version may be appropriate at a later stage. It is, perhaps,

inevitable that the audience that can make most use of the bibliography will be German-reading, but a glimpse into a specialised but growing portion of another language's planning literature should be useful to planners and geographers alike.

The preliminary section of this paper falls into three parts:

- i) the role and status of recreation planning and countryside conservation in Germany;
- ii) an introduction to use of the bibliography;
- iii) a guide to the bibliography.

The Role and Status of Recreation Planning and Countryside Conservation in Germany

The German's love of his country and its landscapes are embodied in a multitude of works in regional geography, in novels, poems and valedictory essays. Practical expression has been given in the form of thousands of associations (e.g. Heimatvereine, Landschaftspflegevereine, Naturschutzvereine) intended to further these sentiments and conserve the countryside upon which it is focussed. The appearance of formal land-use planning in Germany in the 1920s was from the start associated with attempts to preserve land for recreation purposes. A pioneer work on regional planning needs in the Ruhr in 1912 mentioned specifically the need for industrial society to seek spiritual regeneration in the countryside¹. When a regional planning body was set up in the Ruhr, almost its first executive action was to designate and preserve a network of regional open space in 1923. This has been expanded continuously in the past 45 years and now covers some 50%

¹Schmidt, R. (1912)

Grundsätze zur Aufstellung eines
Generalsiedlungsplan für den
Regierungsbezirk Düsseldorf
(rechtsrheinisch), Essen

of the area of the Ruhr planning authority.

Three broad phases of recreation policy can be identified in Germany, each starting at a different date but still being actively pursued. In the first phase, the object was simply to preserve as much land as possible from being built on or near major urban areas. A principal component of the original open-space network in the Ruhr was woodland and this has remained a factor of crucial importance in German recreation planning. Municipally-owned woodland provides the core of recreation schemes in many German cities. Simple provision of sign-posted footpaths, benches and refreshment facilities also marked this first phase, begun just before 1914 and continued vigorously in the 1920s, at first in the Ruhr and later in the industrial areas of Saxony and southern Germany.

The second phase, starting in the 1930s, involved more planned provision of recreation facilities near big cities. The creation of day-trip recreation areas (Naherholungsgebiete) was especially successful where woodland and water coincided. The pioneer example in multiple-use of reservoirs provided by the Baldeneysee in Essen has been followed with the new reservoirs in the Sauerland and on the lakes near Munich. This phase, given fresh impetus by the recent movement towards the creation of intensive recreation areas (Freizeitparks) in urban fringe areas, was also marked by the careful provision of public transport to recreation sites.

The third phase of recreation planning, although with roots reaching back to before 1939, is only now developing strongly.

It involves the creation of Nature Parks (Naturparke) on a regional scale, with the twin aims of conservation and recreation.

Nature Parks, again normally based on extensive areas of woodland, usually contain a core area where conservation and protection is the primary policy aim and to which public access is restricted. Around this core are zones with greater public penetration and more elaborate provision of car parks and recreation 'furniture'. A development of the regional Nature Park is the Europapark, the first of which has been designated on the borders of Germany, Belgium and Luxembourg.

The legal and administrative status of recreation planning has not been uniform throughout Germany. The ability to designate open space (Freiflächen) has been a local authority power since the early years of this century. However, apart from the special case of the Ruhr, regional designations depended for a long time on voluntary associations of local authorities. It was not until the wave of regional planning legislation which issued from the Länder in the early 1960s that proper regulation occurred. Conservation in the strict sense is still adequately regulated under the Nature Protection Act (Naturschutzgesetz) of 1935 and the local Acts and Ordinances which support it. The Nature Park movement has depended on the creation of special bodies under Land law, usually consortia of local authorities and the Federal and Land Governments.

Introduction to the Bibliography

Germany has a large number of journals devoted to local government, local and regional planning, geography and conservation. The titles of relevant serial publications can be found in

- 1) Bundesforschungsanstalt für Landeskunde und Raumforschung:

Verzeichnis der geographischen Zeitschriften, periodischen Veröffentlichungen und Schriftenreihen Deutschlands.

- 2) Institut für Raumforschung:

Verzeichnis der im Institut für Raumforschung laufend gehaltenen Zeitschriften und Zeitungen.

These two lists afford an almost complete coverage of West German, East German, Austrian and Swiss journals, and can be obtained, when available, from the relevant Institutes. Their address in both cases is: 532 Bad Godesberg, Germany.

The references in the bibliography have been sifted from major journals. Reliance for less accessible material has been placed on the service Auszug aus der Literatur über Fragen der Stadtplanung provided annually in the journal Raumforschung und Raumordnung.

The recent bibliographical review of the literature of weekend recreation by Ruppert and Maier (18) was also found useful.

The bibliography has been divided into seven major sections, with subdivisions where necessary:

1. Techniques of Recreation Planning

- a) research techniques
- b) policy formulation, implementation and evaluation

2. Co-ordination between Recreation Planning and other Planning

- a) regional planning
- b) local planning
- c) transport planning

3. Recreation Studies

- a) Federal Republic of Germany
- b) German Democratic Republic
- c) Europe and Austria

4. Recreation Planning Schemes

- a) northern Germany
- b) southern Germany and Austria

5. Conservation and Protection of the Countryside

6. Nature Parks

7. The Role of Woodland in Recreation Planning

Certain principles were followed in the selection of references. First, the definition of recreation was stretched generously to include general problems of provision for tourism, but was restricted where problems of intra-urban open-space designations and city parks were concerned. Second, although the majority of references deal with the Federal Republic of Germany, relevant studies from the German Democratic Republic (DDR), Austria and, in one case, Switzerland have been included. Third, in order to keep the list as short as practicable, some very brief articles have been omitted. In addition, where an author has written several articles on very similar themes, only one has been selected. Fourth, problems of overlap are recognised but references have been allocated only once, namely to the most appropriate category. In the guide to the bibliography, the author's name is followed by a number indicating the position of the reference in the bibliographical sequence.

Guide to the Bibliography

The following six sections introduce the information presented in more detailed categories in the bibliography itself.

i) Research techniques

The poverty of data on which to base research and policy decisions in recreation planning is common to most countries. In the two Germanies and Austria, the problem is, however, less acute. The practice of registering visitors to commercial hotels and boarding houses for police purposes and for levying local taxes (Kurtax, Fremdenverkehrsabgabe) has yielded a published body of basic information on recreation trips involving at least one night away from home. Despite the fact that there is considerable under-counting, for example of campers, youth hostellers and people staying in private households, several pieces of work have used these data. Hahn (70), Brink (2) and Lange (14) investigated the general structure of tourism in West Germany and its importance for particular areas, and Wagner (23) assessed the adequacy of holiday accommodation in the DDR. Bauer (1) found that the problems of under-counting were especially acute where foreign holiday-makers were concerned.

Research techniques used in German recreation planning cannot be regarded as "advanced" methodologically. Most analysis has relied on simple tabulated or mapped displays of basic over-night stay data. Where day-trip recreation is involved, traffic census techniques have been used in local situations (Verband Grossraum Hannover (22)) and home and site interviews play an important role

in the programme of work currently under way at the University of Munich (Ruppert and Maier (75)). Evaluation of the potential which certain areas have for recreation in terms of carrying capacity, accessibility and other indices are touched upon by Hartsch (9), Kiemstadt (12) and Speidel (20). The only attempt as yet to model recreation activity, albeit in a crude manner, has been made by Jacob (10) for the DDR.

ii) Integrating recreation into the planning framework

The development of distinctive methodological and technical procedures in recreation planning may be necessary, but it should never be forgotten that provision for recreation is only one component of the planning process. The importance of this situation has been recognised at national level in West Germany and the Federal Academy for Regional Planning held a seminar on the relationship between recreation and regional planning, the results of which were published in 1963. Among the contributors to the proceedings were Boustedt (41) who spoke on the regional consequences of recreation, Haubner (42) who discussed the different impacts of tourism and day-trip recreation, and Helfrich (60) who assessed the transport problems caused by movement for purposes of recreation or connected with recreation. Other authors who have attempted to incorporate recreation planning into the schema of regional action are Bernatzky (40), Klaus (43) and a working party at the Technical University of Berlin (46).

Planning problems at a local scale generated by recreation demand have concerned mainly the questions of green belts, the

integration of recreation into local land-use plans and the problem of weekend and summer cottages. The possible activation of supposedly sterile green belt land has received as much discussion in West Germany as in Britain. Among the commentators have been Aden (48), Amman (49) and Gleichmann (53). The integration of recreation components into the general land-use plan for a local authority area has been discussed by Werkmeister (59), and Stiglbauer (57) used the example of the Danube river-front near Vienna to call for action within existing local planning powers in order to preserve urban recreation areas.

The burgeoning of weekend cottages on the fringes of large and medium-sized cities is widespread in affluent West Germany, but hardly exists yet in the DDR. Early problems included the standard of construction of such cottages and the need for public control over sanitation and waste disposal. As the demand for cottages has grown, the pressure on peripheral land supplies has increased and cottage land-use is now a competitor for areas which used to be easily acquired by housing authorities for urban accretion. The Federal Building Act (Bundesbaugesetz) of 1960 gave local authorities power to control weekend cottages and Carstensen (52) outlines the legal situation as it existed in the mid-1960s. Jäger (55) discusses the extension of the weekend and summer cottage problem to Austria and Koch (56) analyses its particular impact on the villages of the Alpine Foreland in Bavaria.

iii) Techniques in policy

Discussion of techniques in policy-making for recreation planning in Germany has revolved mainly around two themes:-

- a) the creation of a recreation plan as an object in itself, its components and its relationship to other rural land uses; principally agriculture and forestry
- b) the choice of suitable areas for development as recreation nodes.

(a) German planners have always taken an interest, perhaps even an obsessive one, in the statutory forms which planning assumes.

Contributors to seminars on planning methodology often devote considerable time to devising administrative procedures in planning. Such criticism is fortunately less relevant to the work cited in this bibliography. Borcke (26), at a seminar organised under Federal Government auspices, expanded on the experience he had gained in the Ruhr (Borcke (91)) to discuss the basis of compromise between recreation and conservation. Mrass (35) and Olschowy (36) developed the theory of the landscape development plan (Landschaftsplan). The Deutsche Gesellschaft für Landentwicklung (31) and Rohlf's (37) discuss the integration of recreation planning into rural life. Carl (29) and Carl and Müller (30) have made the most prominent contributions to the techniques of recreation planning in the DDR.

(b) Choosing areas for recreation development involves not only the intrinsic characteristics of the area in question, but also considerations arising from other planning needs. Buchwald (28)

showed that intelligent provision of facilities for recreation could raise living standards in rural areas and Kroner (34) took the example of a group of villages in the Rothaargebirge to show how a mix of policy tools, when sensitively adjusted to the particular area, can extend the effective seasonal length of a recreation area's attractiveness and attract new types of visitor without necessarily driving away existing patrons. Wehner (38) suggested a generalised method of evaluating potential day-trip recreation areas for the major urban areas of the DDR.

iv) Recreation studies

Interest by German geographers in recreation extends back to the late 1920s but, until recently, data availability restricted work to studying the phenomena of tourism rather than day-trip recreation. An important theoretical advance was made by Christaller (87) in developing the centre-periphery idea, a theory given substantial support in the study made by Ritter (90) of tourism in Europe.

The work of Hahn (70) remains the most distinctive attempt to draw general conclusions about tourist areas in West Germany, but several studies have been carried out on a more localised basis, such as those of Brand (65) in the Harz, Christaller (66) in the area focussed on Heidelberg, Dodt (67, 68) and Grathoff (69) on the Rhine and Mosel areas, Klopper (71) and Tietze (77) in northern Germany and Ruppert (74) in the Alps. Geographers, and especially those based in Munich, have more recently turned their

attention to day-trip recreation. Work of the earlier style by Borchardt (64) and Ruppert (73) was soon followed by a number of undergraduate dissertations and higher degree theses on day-trip recreation topics and by the article from Ruppert and Maier (75) which attempts to define the effective limits of day-trip recreation movements from Munich.

At the same time, transportation studies in Hamburg have yielded a great deal of information on recreation travel patterns (Albrecht (63), Matti (72)). In the DDR, the outstanding piece of work is the monograph by Hartsch (82) in which he examines the development of tourism in Germany's oldest resort area, the upper Elbe valley. Of particular importance is the functional transformation which has taken place from tourism to day-trip recreation as the Dresden urban agglomeration grew in size. Benthien (81) notes the success of official policy in developing the Baltic coast of the DDR for mass holidaying.

v) Recreation planning schemes

The practical implementation of recreation planning in Germany can be said to have outrun the theoretical grasp and methodology of planning researchers, and this may contain dangers for the future. Nevertheless, the mounting evidence of the planning schemes is impressive. A continuous programme of regional open-space preservation has been in operation in the Ruhr since 1923 and a system of regional recreation parks is now under construction. These measures are recorded and discussed by Borcke (91), Czinki (92, 93), Hirt (97) and the Ruhr Regional Planning

Authority (103). In general, formal planning for day-trip recreation is more advanced in northern Germany than in the south because of the greater population pressures from the great industrial cities. Thus Dahmen (94), Ehlers (95), Isborg (99) and Schulz (102) all discuss schemes for recreation planning on the fringes of the Rhine-Ruhr urban region. In southern Germany, Grzimek's plan for Darmstadt was incorporated into the statutory land-use plan (Grzimek (105)) and, in Vienna, demonstration schemes in particular areas were carried out by consultants for the municipal authorities (Austrian Institute for Regional Planning (108)). Urban recreation planning in the DDR is still not very advanced, attaining formal significance only where new towns are concerned. Gloger (96) discusses the provision of recreation areas to serve the new developments of Schwedt and Eisenhüttenstadt.

vi) Nature Parks, woodland and the countryside

Protection of the countryside has been a live issue in Germany since the early 20th century. Indeed, the Prussian Parliament passed a Protection of Birds Act in the first decade of the century, followed by a Tree Protection Act in 1922. The Nature Protection Act (Reichsnaturschutzgesetz) of 1935 still provides an effective framework for local action in conservation of the countryside (Landschaftspflege) Zwanzig (121) and Stich (119) review the body of conservation legislation, Hellmich (112) and Lommel (115) discuss general problems of conservation. Specific regional conservation situations are described by Falke (111) in the Greater Hannover area, Hoffmann (113) in Bremen, von Kürten (114) in the Ruhr, Lowinski (116) and Rademacher (117) in the

Rhineland. Lists of protected areas in West Germany are provided by the Federal Agency for Conservation (Ant (110)).

Germany is still a relatively wooded country, some 25% of its land surface being under timber, and woodland is being regarded increasingly as the focus of recreation planning schemes (Dürk (131)). Ruppert (138), as a professional woodland administrator, has provided an authoritative statement on the use of woodland at the local recreation scale. Bauer (130) and Schwarzer (139) and his co-authors have raised discussion to a regional level in West Germany, and Naegeli (138) has done the same for Switzerland. Specific regional problems are treated by Grüneklee (132) and Mellinghof (134) using the example of the Ruhr and Reiff (137) for Baden-Württemberg.

The Nature Park movement in Germany, like the New Towns movement in Britain, started as a private initiative but has since outgrown its origins and received the blessing of national policy. At the same time, the 'back to nature' philosophy which provided the early momentum has been transmuted under the pressure of affluence into the provision of urban-oriented day-trip facilities. The viewpoint of the founders of the movement is reflected in the romanticised reviews by Sturm (129) and Berndt (123). The article by Offner (126) gives a good factual background to what has been achieved and reveals how new Nature Park designations are tending to cluster near urban areas.

Conclusions

German recreation planning, as exemplified in this wide-ranging review, is short on methodology and long on practice.

In many instances, decisions on specific recreation schemes have been taken following pressure from groups or individuals rather than as a result of research programmes. This is not necessarily at all a bad thing, but it means that the lessons to be learnt by English-speaking planners lie less in matters of research technique than in the implementation of prepared projects. For example, German planners excell in the design of recreation areas and their 'furniture'. Benefiting from access to superior statistics, they are also more attuned to the problems of tourism than their British counterparts. The methodological 'backwardness' of German recreation researchers will not last much longer. Already the new wave of quantitative techniques is beginning to enter the thinking of researchers, via traffic research and experience in American universities. For example, results from Munich derived from the use of factor analytic techniques will be published shortly. In addition, the new planning schools are teaching quantitative techniques as integral parts of their courses. It can be confidently expected that German recreation planning, by combining new analytical methods with practical experience, will increase the scope of future studies and the utility of their results.

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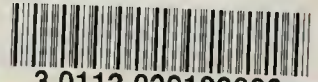
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